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ABSTRACT

Conference papers and recommendations on the implementation of Chapter 1 services are reviewed. Four issues of concern emerged from the research papers. These issues were reviewed by a panel of experts, and a set of recommendations was developed for more effective and prudent application of Chapter 1 principles and funding. These recommendations are the following: (1) funds should be concentrated in schools in neighborhoods with high percentages of children living in poverty, and funds should not be cut off from these schools when achievement increases; (2) the allocation of funds should be school-based in high poverty areas; (3) families should be involved in activities that enhance the educational capacity of the home and reduce home-school dissonances; (4) Chapter 1 funds should be set aside to support projects which evaluate and add to the knowledge of educational disadvantagement; (5) schools should be allowed to use Chapter 1 funds for training, technical assistance, and capacity building; (6) Chapter 1 services should enrich students' understanding of school subjects, rather than providing only remediation of basic skills. A list of the papers and the panel members is included. (VM)

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DESIGNS FOR COMPENSATORY EDUCATION: A BRIEF REVIEW OF CONFERENCE PAPERS AND RECOMMENDATIONS

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ERIC Clearinghouse on Urban Education

INFORMATION BULLETIN

Designs for Compensatory Education: A Brief Review of Conference Papers and Recommendations

Introduction

In June 1986 a group of distinguished educational researchers gathered to discuss specially prepared papers, and written responses to them, dealing with the implementation of Chapter 1 of the Education Consolidation and Improvement Act, enacted in 1981. Following the discussion, a panel of experts met to develop some recommendations for more effective application of Chapter 1 principles, and more prudent use of Chapter 1 funds. The conference was organized by Research and Evaluation Associates, Inc., under a contract awarded by the U.S. Department of Education.

Below are brief summaries of the papers, and the discussions they generated, followed by a list of the panel's points of agreement.

Selecting Students for Chapter 1 Programs and Services

Students receiving Chapter 1 services are more likely to be poor, minority, and attending public (rather than private) schools. However, because of the large demand for compensatory education resources in schools serving mostly poor students, some children in need of Chapter 1 services must do without them. Conversely, at schools with students from higher income families, and, thus, with less strain on their resources, some children receive Chapter 1 services who really don't need them. This is so because 70 percent of all U.S. elementary schools receive Chapter 1 funds and provide their lowest achieving students with compensatory educational services even if these students are not objectively very low achievers.

Program and Staffing Structures

The predominant method of delivering Chapter 1 services is *pullout instruction*, whereby students are withdrawn from their regular classes in order to receive special instruction. Though this scenario results in modest gains, it hampers students' ability to see a relationship between subjects taught in regular classes and those in Chapter 1 classes, and to learn higher-order skills. It also may encourage unintended labeling that lowers teacher expectations of their students and the students' self-esteem. Further, research has not yet shown any particular method of providing Chapter 1 services to be significantly superior.

Other ways of organizing Chapter 1 programs are *in-class instruction*, which provides services within the regular classroom and whose use is increasing; *add-on programs*, which provide instruction before or after the regular school day, or during the summer; and *replacement programs*, in which an entire class of Chapter 1 students is taught from a special curriculum for a given subject and receives no other instruction in that subject.

Earlier research on the delivery of Chapter 1 services has added to our knowledge of how to organize instruction for disadvantaged youth. Small class size has been shown to increase instructional effectiveness, as have increased instructional and engaged time. And, while the value of compensatory summer programs has not been conclusively established, students do make some gains over the summer that would be unlikely if they did not participate in the programs.

Curriculum and Instruction

Many compensatory education programs do not teach disadvantaged youth critical, analytical, and organizational skills; they simply impart information. It is necessary, however, to teach these skills, either as a separate curriculum area or integrated into all courses.

It is also crucial to match instructional methods to student needs, although there is a danger that grouping students according to ability will result in inappropriate tracking. Generally, low achievers benefit from a teacher's actively carrying the subject content to students and working with them until they master it.

Many Chapter 1 services are split off from the regular program, because schools find it difficult to blend them. Moreover, Chapter 1 students are frequently taught in a manner different from other students. They may be taught through memorization and rote learning, have less interaction with their teachers, and use less interesting materials. In addition, Chapter 1 students may actually spend less time than regular students on reading development since they are in compensatory education classes while the others are reading in their regular social studies and science classes.

Chapter 1 programs may also be based on the faulty assumption that program students have different, mutually exclusive, educational needs from those of other students; and that these students can be easily categorized, separated, and served by discrete categorical programs (i.e., for limited English speaking, educationally disadvantaged). Educators need to pay more attention to the quality of educational services offered to students, and to recognize that the instructional needs of students in the various categorical programs may be similar. Focusing on the similarities of needs of students also decreases the possibility that they will be stigmatized by negative labeling and tracking.

To limit the fragmentation of programs into regular and compensatory, staff development should be provided for all who teach Chapter 1 students, not only Chapter 1 teachers. More creative interpretation of the Chapter 1 legislative framework is needed also, so that schools can more closely coordinate their various programs. Finally, it is useful to consider Chapter 1 as adaptive education, rather than as the more alienating compensatory education or even simply skills remediation.

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Parent Involvement

Chapter 1 legislation requires some form of parent involvement in children's education, and, usually, this involvement is beneficial. Home-based involvement is most effective, particularly when parents are provided with specific techniques and activities to foster their children's learning, and when parents can actually function as tutors. Simpler types of parent involvement are also important, such as providing educational resources outside of school, and promoting good student characteristics (e.g., behavior in school, use of study time, values).

Consensus of the Conference Panel

The small group of education researchers who reviewed the papers presented and the discussion they generated formulated six general principles for the improvement of Chapter 1 services. (The principles, however, do not necessarily take into account Chapter 1's current legal framework or their political feasibility.)

1. "***Funds should be concentrated on schools in neighborhoods with high proportions of children living in poverty. Funds should not be cut off from those schools when an increase in achievement is demonstrated.***" Studies show that the longer a child spends in poverty, the lower his or her academic achievement. Therefore, it is better to give Chapter 1 funds to fewer schools, but to assure that funding will continue for several years so they can adequately develop and implement sound programs.

2. "***In schools with high poverty concentration, the allocation of Chapter 1 funds should be school-based and could be used to benefit all students within a targeted school.***" Using Chapter 1 funds to deliver better educational services to all students in a school, as opposed to only those in pullout programs, benefits all poor students, a large percentage of whom are likely to be low-achieving. Non-poverty schools should not receive Chapter 1 funds.

3. "***Chapter 1 schools should involve families in activities that enhance the educational capacity of the home and reduce the dissonance between the home and school.***" Although there should be no statutory requirement for parent involvement, several approaches should be strongly encouraged: advisory councils, and parents and children working together at home and at school.

4. "***A substantial portion of Chapter 1 funds should be set aside to encourage and support projects that evaluate extant strategies of compensatory education, that develop and evaluate new strategies, that generate new knowledge about the phenomenon of educational disadvantagement and how to address it, and that develop personnel to work with disadvantaged students.***" High poverty schools should be allowed to conduct long-term experimental programs to determine which variable, alone and in combination, promote achievement. School-based Chapter 1 research centers, linked with teacher training departments of nearby colleges, should develop, demonstrate, and evaluate new and innovative practices for both training teachers and staffing schools. Experimental and other Chapter 1 schools should also be encouraged to conduct their own evaluations (rather than those Federally mandated) based on their needs for information, and share it in the way they deem most beneficial.

5. "***Schools should be allowed to use a portion of their Chapter 1 resources to support training, technical assistance, and capacity-building.***" Decisions on the use of funds for such educational improvements should be made at the school—rather than district, state, or federal—level, for school personnel have a better sense of what is needed than do outside agency staff. Moreover, improvements should be applied to all school programs and staff, not just those associated with Chapter 1.

6. "***Chapter 1 services should enrich students' understanding of school subjects, rather than providing only remediation of basic skills.***" To solve the problems of underchallenging compensatory education children, broader definitions of mathematics and reading are needed so that students are taught higher-order thinking skills and are intellectually stimulated.

—**Wendy Schwartz**

Conference Papers

Poverty, Achievement and the Distribution of Compensatory Education Services, by Mary M. Kennedy, Richard K. Jung, and Martin E. Orland (UD 025 692)

Selecting Students and Services for Compensatory Education: Lessons from Aptitude-Treatment Interaction Research, by Penelope L. Peterson (UD 025 693)

Selecting Students and Services: Reactions, by William W. Cooley (UD 025 694)

Selecting Students and Services for Chapter 1: Reactions, by Marshall S. Smith (UD 025 695)

Summer Programs and Compensatory Education: The Future of an Idea, by Barbara Heyns (UD 025 696)

Chapter 1 Programs Reduce Student-to-Instructor Ratios but Do Reduced Ratios Affect Achievement? by Harris M. Cooper (UD 025 697)

Instructional Setting: Key Issue or Bogus Concern, by Francis X. Archambault, Jr. (UD 025 698)

Program and Staffing Structures: Reactions from a Quarter-Century Worker in Compensatory Education, by Freda M. Holley (UD 025 699)

Program and Staffing Structures: Reactions, by Thomas C. Rosica (UD 025 700)

Mathematics for Compensatory School Programs, by Thomas A. Romberg (UD 025 701)

Curriculum and Instruction: Reading, by Robert Calfee (UD 025 702)

Teaching Thinking to Chapter 1 Students, by Marilyn Jager Adams (UD 025 703)

Research Linking Teacher Behavior to Student Achievement: Potential Implications for Instruction of Chapter 1 Students, by Jere Brophy (UD 025 704)

Grouping Low-Achieving Students for Instruction, by Louise Cherry Wilkinson. (UD 025 705)

Curriculum and Instruction: Reactions, by Karen K. Zumwalt (UD 025 706)

Curriculum and Instruction: Reactions, by A. Harry Passow (UD 025 707

Vision and Reality: A Reaction to Issues in Curriculum and Instruction for Compensatory Education, by Walter Doyle (UD 025 708)

Parent Involvement Strategies: A New Emphasis on Traditional Parent Roles, by Adriana de Kanter, Alan L. Ginsburg, and Ann M. Milne (UD 025 709)

Involving Parents in the Schools: Lessons for Policy, by Milbrey W. McLaughlin and Patrick M. Shields (UD 025 710)

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For Your Interest: Some Recent Additions to the Literture on Urban Education

Note: the following publications are available from the ERIC Document Reproduction Service, 800-227-3742, or can be viewed on microfiche at a library that maintains the ERIC collection.)

ED 276 776
Final Report for the Council of Great City Schools Secondary Improvement Study. Northwest Regional Educational Laboratory. 1985. Survey of superintendents and principals working to improve education in 35 large urban school districts; includes information on business/community support, basic skills tests, programs for educationally disadvantaged students, and efforts to retain at risk students.

ED 276 848
The Practice of Equity. Access to, Treatment in, and Outcomes of Vocational Education in the Secondary School. Jane Plihal; and others. Minnesota Research and Development Center for Vocational Education. 1986. Study evaluated the extent to which lower ability students have access to knowledge once they are admitted to vocation school in Minnesota. Also included are practices that enable all students to benefit from vocational education.

ED 277 787
Excellence for Whom? A Report from the Planning Committee for the Achievement Council. Kati Haycock; Patricia R. Brown. Achievement Council, Inc., Oakland (CA). Outlines a strategy for linking excellence with equity in California public schools, where one-third of the students are ehtnic minorities, by drawing on resources inside and outside the school. Includes demographic data; educational experiences of poor and minority students in various California schools; and descriptions of successful programs to improve achievement of these students that include participation from the community, businesses, parents, and the media.

Recent ERIC/CUE Publications

The following publications are available form the ERIC Clearinghouse on Urban Education:

Urban Diversity Series

Beyond Angel Island: The Education of Asian Americans, by Sau-Lim Tsang and Linda C. Wing. 1985. Describes Asian American demography and educational attainment. UDS #90.

Computer Technology and Educational Equity, by Edmund W. Gordon and Eleanor Armour-Thomas. 1985. Traces the history of media use, including possible allocational inequities. UDS #91.

Counseling Hispanic College-Bound Students, by Gilberto Ramon. 1985. Reviews need for counseling services to encourage Hispanics to pursue higher education. UDS #92.

Must They Wait Another Generation? Hispanics and Secondary School Reform, by Rafael Valdivieso. 1986. Discusses how Hispanics are poorly served by high schools, and recommends policy changes to reverse the trend. UDS #93.

Language Diversity and Writing Instruction, by Marcia Farr and Harvey Daniels. 1986. Offers useful information on teaching writing to ethnically diverse students. UDS #94.

Trends and Issues

Pregnant and Parenting Teens: Statistics, Characteristics, and School-Based Support Services, by Carol Ascher. 1985. T&I #1.

Towards Excellence: An Urban Response to the Recommendations for School Reform, by the Urban Superintendents Network. 1985. T&I #2.

Using Magnet Schools for Desegregation: Some Suggestions from the Research, by Carol Ascher. 1986. T&I #3.

Black Students and Private Schooling, by Carol Ascher. 1986. T&I #4.

Trends and Issues in Urban Education: A Student-Based Perspective, by Carol Ascher with Carolyn Riehl and Adam Price. 1986. T&I #5.

ERIC/CUE Digests

Cooperative Learning in the Urban Classroom. 1986. #30.

Increasing Minority Participation in the Teaching Profession. 1986. #31.

Teaching Writing to Linguistically Diverse Students. 1986. #32.

Teaching Reading to Dialect Speakers. 1986. #33.

The Ninth Grade—A Precarious Time for the Potential Dropout. 1987. #34.

Keeping Track of At Risk Students. 1987. #35.

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The Parent Gap in Compensatory Education and How to Bridge It, by Dorothy Rich (UD 025 711)

The Coordination Among Regular Classroom Reading Programs and Targeted Support Programs, by Richard L. Allington and Peter Johnson (UD 025 712)

Chapter 1 and the Regular School: Staff Development, by Gary Griffin (UD 025 713)

Chapter 1 and Student Achievement: A Conceptual Model, by Maureen T. Hallinan (UD 025 714)

Chapter 1: The Choices for Educators (Reactions), by Michael J. Gaffney (UD 025 715)

The Relationship Between Compensatory Education and Regular Education: Reactions, by Donald R. Moore (UD 025 716)

The Relationship Between Compensatory Education and Regular Education: Reactions, by Richard A. McCann (UD 025 717)

Other Relevant Reports

Three other major reports on the status of the Chapter 1 program have recently been issued, and they, too, are being entered into the ERIC system (please see the box at right for information on how to locate them). They are:

A Study of Targetting Practices Used in the Chapter 1 Program, SRA Report No. 486 (UD 025 662), available from SRA Technologies, 2570 West El Camino Real, Mountain View, CA 94040, 415/941-9550;

The Effectiveness of Chapter 1 Services (UD 025 468), prepared by the Office of Educational Research and Improvement of the U.S. Department of Education and available from the U.S. Government Printing Office, Washington, DC 20402; and

Local Program Design and Decisionmaking under Chapter 1 of the Education Consolidation and Improvement Act (UD 025 650), available from SRI International, 333 Ravenswood Ave., Menlo Park, CA 94025, 415/326-6220.

Conference Panel

David C. Berliner
University of Arizona

Larry Cuban
Stanford University

Edmund Gordon
Yale University

Dan C. Lortie
University of Chicago

Paul Peterson
Brookings Institution

Lee Shulman
Stanford University

Availability of Full Report

The full conference proceedings upon which this newsletter is based, *Designs for Compensatory Education: Conference Proceedings and Papers (UD 025 691), is available from Research and Evaluation Associates, Inc., 1030 15 Street, NW, Washington, DC 20005, 202/842-2200. The report as a whole, the individual papers that comprise it, and the related literature (listed at left) will be available in the ERIC system. To locate these documents, please consult the January 1988 issue of Resources in Education (RIE).* Each document has been assigned a UD number (that number follows the name of the document when it appears in this newsletter). To learn the documents' ED numbers, please use the cross listing in *RIE*, or write to Wendy Schwartz, ERIC/CUE, Box 40, Teachers College, Columbia University, New York, 10027.

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